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TOWARDS EXCELLENCE IN TEACHING, REPORT TO THE SUPERINTENDENT OF SCHOOLS BY THE SCHOOL-COMMUNITY COMMITTEE FOR EDUCATIONAL EXCELLENCE.

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TO IMPROVE EDUCATION IN NEW YORK CITY, THE RECOMMENDATIONS OF A GROUP OF EDUCATORS AND COMMUNITY LEADERS INCLUDED (1) GIVING NEW TEACHERS BETTER ORIENTATION, EASIER-TO TEACH CLASSES, AND REDUCED CLERICAL WORK, (2) WEEKLY JOINT PLANNING BY ALL TEACHERS ON A GRADE LEVEL, (3) CLOSER SUPERVISION OF PRINCIPALS BY ASSISTANT SUPERINTENDENTS, (4) THE HOLDING OF TEACHERS AND SUPERVISORS DIRECTLY ACCOUNTABLE FOR PUPIL ACHIEVEMENT ON STANDARDIZED TESTS, (5) THE AWARDING OF FULL-PAY STUDY SABBATICALS TO SUPERIOR TEACHERS, (6) MASSIVE CONTINUED INSERVICE EDUCATION, (7) MORE EXTENSIVE NATION-WIDE TEACHER RECRUITMENT PRACTICES, (8) INTERNSHIP FOR PROSPECTIVE PRINCIPALS, AND (9) BETTER TRAINING FOR NEW TEACHERS IN ESTABLISHING GOOD COMMUNITY RELATIONSHIPS. APPENDICES INCLUDE QUALIFICATION FOR A FAMILY ASSISTANT TO HELP DISADVANTAGED FAMILIES AND A PLAN FOR ASSISTING LIBERAL ARTS GRADUATES TO BECOME TEACHERS. (AW)

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Report to the
Superintendent of Schools
By the
School-Community Committee
For Educational Excellence

Towards Excellence in Teaching

January 31, 1966

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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NEW YORK CITY PUBLIC SCHOOLS

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FOREWORD

After discussions with several organizations including the United Federation of Teachers, the United Parents Associations and the National Association for the Advancement of Colored People, I formed in October, 1965, a 13-member advisory committee of parents, teachers, school administrators, and civic and civil rights leaders to study the problems involved in efforts to improve teaching effectiveness and to prepare proposals for such improvement.

I indicated at the time I announced the formation of the School-Community Committee for Educational Excellence that the need for more effective teaching underlies the school system's drive toward quality integrated education.

New York City schools have a highly qualified and competent staff of teachers and supervisors. A goodly number of them have stimulated their pupils to the excellence that wins awards, scholarships and career opportunities. They have also contributed much to their colleagues throughout the nation in their areas of specialization.

Despite this, the instructional program has several obstacles to overcome in terms of teaching effectiveness. I will present to the Board of Education my recommendations for improvement after considering the proposals that have been submitted to me by the Committee.

The full text of the Committee's report is herein presented. I wish to express my gratitude to every member of the Committee for the thoughtful and thorough analysis of the problems and the recommendations. I acknowledge with appreciation the leadership provided by Dr. Nathan Jacobson, newly elected Assistant Superintendent, whom I had selected as Chairman of the Committee.

Bernard E. Donovan

Dr. Bernard E. Donovan
Superintendent of Schools

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National Association for the Advancement of Colored People.

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Mrs. Florine Levin,
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Mr. Stuart Lucey,
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Dr. Frederick Mc Laughlin,
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Dr. Charlotte Winsor,
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Dr. Nathan Jacobson,
Special Assistant to the Superintendent of Schools, Chairman.

INTRODUCTION

The Superintendent of Schools in creating the School-Community Committee for Educational Excellence requested its members to address themselves to the problems of how to retain teachers in the system, how to reduce mobility of teachers, how to motivate teachers to serve pupils whose educational needs are greater than average, and how to produce more effective teaching.

It must be pointed out that while these questions have plagued our school system for many years and are of urgent importance today, another serious problem has become a part of the background against which our deliberations have taken place. This is the stark fact that this year our city for a variety of reasons has again had to face a serious shortage of teachers in the classroom. In other words, our committee wishes to make clear that while its recommendations are intended to answer the questions which it has been charged to consider, it must submit that these recommendations lose their effectiveness to the extent that abnormal shortages in staffing develop in the schools. Put more succinctly, we should say that the problem of increasing the supply of experienced teachers for schools in disadvantaged areas is at the present time but one of the many problems involved in supplying enough teachers for the entire school system.

Evidence that the problem of redistribution of experienced teachers is by no means new, but rather one which has eluded solution for many years, is contained in an outline statement made almost fifty years ago in 1916 by Dr. Jacob Theobald, then principal of P.S. 89, Manhattan, a school having all the characteristics of a special service school. The statement illustrates how long standing these problems of personnel have been in such schools. Included in his outline is the following:

> "Item X. PRINCIPALS: Changed too frequently - Principals Waters, Reigart, Halligan, Bayne, and Thellusson combined served a little over 11 years - (From Mar. '03 - June '14). Only one (Halligan) served more than 3 years. Effect of frequent change on teachers - school progress."

> "Item XI. TEACHERS: Teachers are reluctant to come and anxious to go. In 1914 nineteen teachers were appointed to P.S. 89, of whom 8 did not accept assignment... From Sept. 1911 to Sept. 1914, 35 teachers were transferred out of the school. Few of the teachers have been in P.S. 89 longer than 5 years (13); a large number have no permanent license (18)."

It is also clear from an informal survey made by the committee, that seven of the responding largest cities in the United States have not at this writing arrived at a solution to the serious question posed by the present distribution of experienced teachers.[1] Of the seven, only two describe any efforts to meet the problem. These have already been tried in New York City.

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1. Los Angeles, Chicago, Detroit, St. Louis, Boston, Baltimore, San Francisco.

The committee feels that the answer to the problems under consideration does not lie in granting a differential in pay. It is felt that such a procedure would serve to create an unhealthy and unfair image of schools and pupils in disadvantaged areas regardless of their positive efforts and programs.

Nor does the committee believe in the efficacy of forced rotation. On the latter question it agrees with Dr. James E. Allen, Jr., Commissioner of Education of the State of New York, who has stated,

> "It would be a terrible mistake even if extra salary were provided. It would help create a mutinous staff that would leave teaching. What we need is an intensified training program for potential teachers, who have a special interest in the problems presented in difficult situations, and then surround them with all kinds of special teaching aids and a variety of psychological services."[2]

It was agreed that we must find a formula for the reallocation of talent without adversely affecting the morale of teachers.

Several approaches toward this goal have already been attempted:

1. The continued use of the index (the percentage of regularly appointed teachers in the school system) in the making of appointments has tended to equalize the number of regular teachers in both special and non-special service schools as shown on the chart in Appendix D. The present index should be refined by weighting it to reflect the professional experience of the staff of each school. This "Professional Experience Index" could then be used in the appointment procedure as a base for the further equalization of staffs in the schools.[3]

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2. Quoted in New York Herald Tribune, Dec. 12, 1965.

3. The basis for this suggestion is a comparison the committee made of the elementary schools in two districts of the city (See Appendix B-1 and B-2). In one district (X) every school is designated as special service. In the second district (Y) every school has a non-special service designation. The summary chart (Chart I) on the following page indicates several interesting facts. In District X the overall index is 79. For the city as a whole it is 71. This would indicate that in the elementary schools of these two districts the ratio of regular teachers to the total number of teachers is fairly constant with a slight advantage in favor of the district containing all special service schools. In District Y it is 76.

The subject of experience, however, is quite another matter. Here we see that District X (all special service schools) has only 59% of its teachers with more than 3 years of experience and only 10% of the staff with more than 14 years of experience. 41% of the teachers in District X have only 1-3 years of experience.

District Y, on the other hand, has 84% of its teachers with more than 3 years of experience; 39% of the staff have more than 14 years of experience. Only 16% of the teachers have 1-3 years of experience.

In the city as a whole, 65% of the 23,708 elementary school teachers have more than 3 years of experience. 23% of the total have 14 or more years of experience and 35% have only 1-3 years of experience.

2. In addition, the new contract between the Board of Education and the United Federation of Teachers now provides that regularly appointed teachers must have at least five years of experience before they may be considered for transfer. In many cases, this means that teachers who are transferred have served more than five years in their present schools. Only 5% of the regularly appointed teachers are permitted to transfer in any year.

Furthermore, in order to induce some voluntary transfers to special service schools, the contract provides that a teacher transferring voluntarily from a non-special school to a special service school may, at the end of a school year, return to the school from which she came.

3. Another provision of the contract refers to the central placement of substitutes. It is expected that the refinements of this procedure which have been introduced this year will also serve to stabilize staffs.

4. Finally, the Office of Personnel has very recently extended a policy established for the transfer of principals to transfers of assistant principals. The policy requires five years of service before transfer can be requested to a school. Only 3 years of such service is required, however, for transfer to a special service school. Significantly, too, only fifty percent of the vacancies for assistant principals and principals in the non-special service schools will be filled by transfer. Previously, all of these were filled in this way, thus forcing all appointments to be made to special service schools.

Taken all together, the thrust of these four efforts should reduce the mobility of staff and the number of transfers out of special service schools.

The committee believes, however, that more can be done. While there was not complete agreement in the committee on every one of the recommendations made in the following pages, there was general consensus to support a long-range plan to improve the preparation and orientation of teachers for service in all schools, to ask for a professional development program for those in service, to stress the need for providing supportive services for teachers where these are necessary, and to suggest changes which will result in more effective teaching and will induce teachers to remain in their posts.

The committee expresses its appreciation to all those who felt impelled to offer helpful suggestions for its consideration. It now hopes that its recommendations stemming from a discussion of these and of its own ideas will effectively help our schools to make important gains in their efforts to reach the goals of excellence which have been set for them.

CHART I

COMPARATIVE CHART OF INDEXES AND EXPERIENCE

As of December, 1965

	No. of Tchrs.	Regulars	Subs.	Index	1 - 3	4 - 5	6 - 10	11 - 13	14 Up
DISTRICT X (All Special Service Elementary Schools)	990	782	208	79	404 (41%)	160	59% 243	82	101 (10%)
DISTRICT Y (All Non-Special Service Elementary Schools)	746	568	178	76	120 (16%)	58	84% 190	89	289 (39%)
CITY-WIDE Elementary Schools	23,708	17,609	6,099	74	8,269 (35%)	3,032	65% 5,315	1,637	5,455 (23%)
CITY-WIDE All Schools	49,968	35,529	14,439	71	15,569 (31%)	5,985	69% 12,492	3,902	12,020 (26%)

I. A NEW PATTERN FOR PRE-TENURE EDUCATION

The committee recommends that the Superintendent support the adoption of the proposed pattern for pre-tenure education as described in Dr. Rivlin's paper in Appendix A of this report. We strongly urge that this support take the direction of implementing those aspects of the proposal which depend on action by the Office of Personnel and the Board of Examiners. In addition, it is suggested that steps be taken at once to have the appropriate members of the Superintendent's staff meet with the college officials in the city in order to accelerate the adoption of the proposal by the teacher training institutions as well as by the school system. The Superintendent is urged to examine the proposal with a view to securing federal financial assistance in its implementation, particularly as it affects disadvantaged pupils.

The highlights of the proposal consist of a changing emphasis in course work, and the creation of a new position of Assistant Teacher who will work daily in the schools under supervision on a reduced schedule and at a reduced salary. It also involves the colleges in supervision and assistance during the teacher's early training period. By utilizing summer sessions, the program permits candidates to complete their Master's degrees and to secure tenure within three years after graduation.

II. INDUCTION AND ORIENTATION PROCEDURES

In order to avoid building negative attitudes in applicants who are meeting personnel of the Board of Education for the first time, the committee considers it desirable to train present clerical and office staff in the Office of Personnel in methods and attitudes needed for creating positive relationships between applicants and the Headquarter's organization. All personnel dealing directly with the recruitment, assignment and transfer of teachers in the school system should, in the future, be required to have training and experience in personnel work and courses in human relations. Many of the feelings of frustration that are expressed later in a teacher's career often stem from a first unfortunate contact between the teacher when she was an applicant and the clerical staff who were in the first position to render information and service either in person or by phone.

It is felt that some attention should be given also to communications between the offices of the Board of Education and individual applicants for positions. In this connection, every applicant who has successfully established his eligibility for a teaching position should receive a letter, addressed to him personally, from the Superintendent of Schools welcoming him to the staff, outlining the goals of the school system for its children, and expressing in as inspiring a way as possible the challenges which face the new entrant into the teaching staff. The letter of assignment should be sent out in the spring, so that teachers do not feel the need to seek positions in other communities. The salutation "Dear (Sir), or (Madam)" (sic) should not be used.

The first assignment of an inexperienced teacher is crucial and must be surrounded by conditions which will nurture the growth of professional strength. One of these conditions is a carefully conceived program of orientation which should be developed in

every district and adapted by every school to which a new teacher is assigned. The committee feels that this period of orientation should be more than a mere review of routines. It should deal with such matters as curriculum, textbooks, guidance, school routines, discipline, interpretation of pupil records, planning, etc. It is recommended that it be organized into formal training sessions, before the pupils come back to school, carefully structured and led by experienced school staff under the guidance of the principal. These sessions should acquaint the teacher with the talents of the staff upon which she can call and should provide her with materials to which she can refer when necessary. As part of the orientation procedures, school staffs should develop basic lesson plans for the first five or ten days of school for the use of newly appointed teachers. While it is expected that the use of these uniform plans will be of most help to these teachers, it will also be of significant assistance to the school in its efforts to adjust pupils' programs early in the school year. Such adjustments can be made with less loss to individual pupils if basic lessons are developed for the first days of the school year. These plans would not necessarily be followed to the letter but would serve as a basis for the teacher's own planning. Every effort should be made by the school administration to reduce clerical work by teachers during the early part of the term. The orientation program should continue on a regular but less frequent basis after the pupils return to school and regular teaching has begun. Some teachers will need daily meetings with supervisors for purposes of orientation for varying periods after the term begins. Others may not need such help after the first or second week of the term. It should, however, be made clear to them that help of this sort is available, if and when needed, so that the probationary period may be strengthened. Steps should be taken by the Office of Personnel to gather and publicize throughout the system those orientation practices which have been generally successful.

The committee recommends to the Superintendent that through his Deputy for Personnel, he consult with an outside organization such as the Cornell University School of Industrial Relations, with a view toward setting up uniform orientation procedures for new appointees to the school system. The committee feels that in the light of the many new developments and discoveries in the field of personnel relations in recent years, it would be valuable to explore, with a recognized agency in the field, methods of improving our own attempts in this important area.

III. WEEKLY JOINT PLANNING

It was the thinking of the committee, growing out of the work of the Bridge Project[4] and team teaching experiences, that there is much value in weekly joint planning by all teachers on a grade level. This should in no way be interpreted as a denigration of other team teaching techniques. Rather, it is an attempt to adapt some of them as quickly as feasible to present conditions.

The old established grade conferences do not meet the need of teachers to exchange information, utilize each others' talents, and learn how to plan for teaching. In too many schools, grade conferences, if held at all, take place during the teachers' lunch hour when they should be free to relax. Where they are dominated by supervisors they fail to develop the dynamic quality which joint effort should produce. It is suggested that the group process involved in such activities as joint lesson-planning, exchanging effective teaching techniques and making joint decisions on grade goals will encourage growth of inexperienced as well as experienced teachers. While the principal should

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4. The Preparation of Teachers for Schools in Culturally Deprived Neighborhoods (The Bridge Project), Queens College, 1965.

give every possible administrative help to encourage such meetings and keep informed of their agendas, it is not essential that he be present at all of them, nor should he control the manner in which the planning takes place.

The very act of working with others on similar problems at least once and preferably twice a week will contribute toward strengthening the inexperienced teacher in her new role. On the other hand, the work of the Bridge Project indicates that the experienced teacher may also benefit from this interchange in that her status as a person is enhanced by the recognition that she is contributing to the training of new personnel from her background of experience. She also receives the recognition that she has earned by being a productive teacher in the eyes of her supervisors and peers. Her work as a grade leader or coordinator can be looked upon in a sense as a kind of promotion which does not remove the teacher completely from the classroom and its problems.

The joint planning of teachers on a grade led directly by a grade leader and under the general guidance of the principal could be carried out during one of the teacher's preparation periods. For this purpose, principals should be directed to program preparation periods where feasible in such a way that at least one of them permits all teachers on a particular grade to be freed for joint planning at the same time. In those cases where this is not possible, other ways of providing joint planning time should be explored.[5] It might be well to point out that while the teacher's skills are being strengthened through the joint planning procedures, she has available to her the continued use of college personnel. (See Appendix A)

The committee recommends that the move toward joint planning begin in every Early Childhood Class (Grades Pre-Kindergarten-2) and in whatever other grades possible, in September and then continue in perhaps two additional grades every year thereafter. This would permit later grades to benefit from experience gained in previous years.

IV. GRADE COORDINATORS

The position of grade leader or coordinator should be recognized as carrying a certain status with it. The status should be enhanced by granting to this teacher opportunity to do research after school for the teachers on her grade, to act as a consultant after school for these teachers and to plan agendas for their weekly meetings. For this service, she should receive remuneration given to other teachers who serve in the after-school study centers. She can be selected for the position by her peers or by the principal of the school, or jointly. All methods should be used and observed for results. Her main function would be to serve after school in a supportive and resource role for any teacher on the grade, but particularly for those who are newly appointed or who lack experience.

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5. Possibilities exist during released time, assemblies, audio-visual periods, music periods, lunch periods, before and after school. Several "assistant teachers" as described in Appendix A of this report might also be used to make such meetings possible. First-grade teachers whose classes still meet for four hours might cover classes during their fifth hour. Pending the elimination of schools on double session, teachers can cover classes there during the fifth hour.

V. EFFECTIVE SUPERVISION

Dr. Donovan has succinctly defined effective supervision as "H-E-L-P." Such supervision persistently inquires of the teacher, "What do you need, what are your problems, what can I do for you, how can I be of assistance to you?"[6]

In this connection, the critical role of the assistant or district superintendent must be underlined.

Professor Neal Gross of Harvard University, in a nationwide investigation of the leadership of elementary school principals sponsored by the U. S. Office of Education, found support for the hypothesis that the stronger the professional leadership offered by the principal's immediate superior, the greater his own executive professional leadership. Principals whose administrative superiors strongly endorsed their efforts to improve teaching methods exerted greater executive professional leadership than those whose superiors did not. Professor Gross writes,

> "Thus the search for ways to provide greater professional leadership in schools may have to be focused on higher administrators as well as on their subordinates. Our interpretations suggest the crucial importance of 'middle management' of large school systems, namely, the sector of the educational hierarchy that operates between school superintendents and principals and includes such officials as deputy, associate, assistant and district superintendents."[7]

It is suggested, therefore, that each year schools be visited more frequently by assistant superintendents so that they may provide more direct leadership and endorse the individual principal's efforts to improve teaching in his school. In addition, it is recommended that evaluating teams consisting of recognized educators from within and outside the school system visit schools and make objective reports on their findings which would include observations of achievements in the schools visited and suggestions for strengthening weaknesses. Visits of this nature might be made every 3 to 5 years, similar to those made by various accrediting associations throughout the nation. Criteria for judgments should include mobility of staff, student achievement (taking into account such factors as student mobility which adversely affects achievement), parent opinion and staff morale.

In similar fashion, the principal must persistently ask the same questions suggested above by the Superintendent. The replies he receives, the observations he makes during regularly scheduled visitations, his sensitivity to the educational needs of his pupils, the support he secures from his superiors will then serve as guides for the organization of an effective program of supervision. The program will meet professional criteria and will serve to give appropriate help and support to experienced and inexperienced members of his staff.

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6. THE CLASSROOM TEACHER - An Address Delivered by Dr. Bernard E. Donovan, Superintendent of Schools, to the New York Society for the Experimental Study of Education - October 8, 1965.

7. Harvard Graduate School of Education Association Bulletin: Vol. X No. 1, Spring 1965.

The committee felt strongly that under ordinary circumstances new teachers not be assigned to the most difficult schools and wishes to reiterate the principle that new teachers should be assigned to less difficult classes as a first assignment. It was recognized that, in some instances, the so-called less difficult class was still a most challenging and trying situation for an inexperienced teacher to have to manage. As a general rule, however, principals should be reminded that the first assignment of a newly appointed teacher should be one in which the difficulties to be faced are not such that the teacher is defeated before she starts.

Effective supervision also includes the encouragement of innovation and experimentation. The committee feels that a fund should be available which could be drawn upon by either a principal, group of principals, a superintendent or a group of superintendents, for the purpose of trying out ideas submitted by the staff for improving our educational efforts.

VI. PROBATIONARY PERIOD AND JAREMA LAW

In the course of a discussion of the probationary period for teachers and supervisors, it was pointed out that under our present regulations, many of our beginning teachers have a probationary period which lasts only one year. The committee noted with some concern the description of a practice by which a principal may avoid marking a substitute unsatisfactory by persuading the teacher to agree to seek employment in another school at the end of the school year. It is through such a procedure that a number of weak teachers build up Jarema Credit[8] and then require only one year of probationary experience before they are granted their permanent tenure.

When one takes into account that the principal must submit to the Office of Personnel the names of any unsatisfactory teachers at least 90 days before the end of the school year, it becomes clear that he then has less than 6 months to observe such a teacher, gather observation reports, and make up his mind on how he will rate her.

Dr. Jacob Theobald also brought to the committee's attention the following excerpt from a report made twenty years ago:

> "Item 28. Teacher Appraisal and Transfer should be improved. If teachers were judged carefully during a probationary period, and if as candidates they had been tested as to how they felt and behaved toward children of different backgrounds and races, many of the teachers in the Harlem schools today would not be teaching at all. If ways had been provided to help them acquire classroom skills, many would be doing a better job.
>
> The Project found in its three schools that transfer, release or discharge of teachers who were incompetent, miserable or poorly placed was so difficult that there was scarcely any use in starting the process. In spite of the fact that some teachers should have been transferred or released, or discharged, the principal did not ask for it because it was known that pressures against the request would be exerted all along the line. Since the principal has little or no choice of candidates, it

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[8] Jarema Credit, named after the sponsor of state legislation, permits the use of experience as a substitute teacher toward fulfilling the probationary period for teachers, for a maximum of two years.

> often seemed better to keep the staff one had than risk new candidates who might have graver shortcomings. The process of separating ineffective teachers from the school system, as a Board of Education representative pointed out, is much too slow."[9]

The committee notes for the record the continued existence of these conditions and recommends the need for changes. Obviously any such changes will depend for their effectiveness on the current supply of teachers. We recommend that the Superintendent initiate a study of the effects of the Jarema Law with a view to correcting any negative results flowing from its implementation. Such a study must seek to protect teachers' tenure while at the same time protecting the rights of pupils to be taught by competent professionals.

VII. ACCOUNTABILITY

The committee recommends that the concept of accountability be more sensitively developed and supported throughout the school system. In those classes where pupils do not show growth in achievement, as measured by standardized or uniform tests, teachers and supervisors should be held to account. Where such lack of growth is the result of ineffective professional procedure, intensive supportive supervisory help and training should be provided so that improvement can be achieved. If such improvement does not materialize, and it is found by supervisory personnel that principals or teachers continue to function below professional standards, the administrative machinery for rating professional personnel should be more stringently adhered to, even if separation from the service may be the ultimate outcome.

In this connection, it is recommended that present rating procedures be re-evaluated. Those administratively burdensome features of the procedures which may have discouraged supervisors in the past from rating staff personnel unsatisfactory should be modified. In this process care must be taken to preserve due process and to protect the individual's rights.

In pursuing the goal of proper allocation of teacher talent, it was suggested that a more sensitive procedure be developed by the Office of Personnel so that the needs of the districts, as expressed by the District Superintendents, may be more effectively met. It should be possible for the Office of Personnel to provide the needed talents in a particular district if more sophisticated use is made of presently developed computer programs.

VIII. INCENTIVES FOR EXCELLENCE

Any suggestion for special rewards for teachers in the special service schools is disapproved on the basis that it would be damaging to the image of the particular community served by such schools. It is recommended that incentives for developing excellence should be offered to all teachers who qualify for them. A system of scholarships to appropriate courses and institutes should be developed which would strengthen a teacher's efforts for professional competence. Teachers chosen as

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[9] "Role of the School in Preventing and Correcting Maladjusted and Delinquent" - The New York Foundation and the Board of Education - 1945 Report of the "Harlem Project."

grade leaders or coordinators might be the first to be considered for such recognition. In addition, the Office of Personnel should develop a special sabbatical for study at full pay for those teachers who meet certain qualifications of service and excellence. Other ways of rewarding teachers which are related to their teaching and leadership roles should be developed. Among these might be invitations to attend, at full pay, certain conferences, workshops or practicums planned by the Superintendent for the improvement of the school system in areas of curriculum, school-community relations, guidance, etc.

IX. CONTINUED DEVELOPMENT OF STAFF

The point was made that the massive continued development of teachers in service must receive as much emphasis as is being given to the pre-service aspect of teacher training. With this in mind, and with the general feeling that the present in-service training program of courses does not adequately meet the needs of the staff, the committee recommends that the Board of Education contract out to universities such as NYU, Cornell, the colleges of the City University, or any other independent training agency the task of the continued development of teachers. New skills and new methods of teaching suggested by new discoveries in the behavioral sciences require a more effective training than is now being given. Included in such continued development should be courses in human relations and intercultural understandings. These should be taught both from the point of view of content and methodology. It is suggested that when this training is given after school, on Saturdays, or during summers, that participants be reimbursed for their extra time and effort. It should be noted, however, that professional development need not necessarily be limited to after-school course work. Plans should be made to communicate new knowledges and techniques by other training programs which may take place during the school day. Numerous methods for doing this, such as developing a permissive school atmosphere, drawing up a meaningful program of visitation, encouraging informal communication and discussion, will also help to keep teaching skills up to date. Every effort must be made to utilize all the resources available - teachers, supervisors, college facilities - to foster the continued growth of teachers' professional skills. Such retraining has long been a component of any efficient program of industrial development and should now be applied in ways that are appropriate to the teaching staff. This kind of training and development in new skills and techniques must be provided for supervisors and clerical workers, as well for the teaching staff.

If a group of teachers or supervisors develop a problem which merits more intensive exploration, they should be able to apply for and receive permission to plan for a well-structured local meeting to help them seek group solutions for such a problem. Such meetings, panel discussions, workshops, or institutes could be held with the help of recognized consultants as one meaningful way to strive for group solutions to problems of staff training, exchange of professional information and general up-grading of the educational efforts of the school system.

X. UTILIZATION OF STAFF

The committee feels that in the interests of more effective teaching, the positions of O.T.P.[10] in Art, Music, Health Education, Library should be filled by specialists

10. O.T.P. - Initials for "Other Teaching Positions."

who have earned certificates in those areas. The practice of taking good teachers ou of classrooms to act as O.T.P.'s, even though they do not have specialized training in the areas in which they are serving, weakens the educational program to the extent that their former classroom positions must be filled by inexperienced substitutes. It was felt that reading improvement could not be materially affected by a teacher who comes into a classroom once a week and whose real role is to relieve the regular classroom teacher for a preparation period. The feeling was expressed that the teacher who performs this function should be called a "relief" teacher rather than a teacher for the improvement of reading.

XI. RECRUITMENT

It was proposed that a good deal must still be done in the area of recruitment of teachers, both in surrounding communities and in other large cities of the United States. The suggestion was made that recruiting personnel be sent to these locations in order to make sure that teachers and college students have full information concerning New York City's new salary schedules and fringe benefits.

It is recommended also that substitute teachers with experience in other public school systems be granted full credit for satisfactory experience rendered in another public school system up to five years. At the present time, year-for-year credit is granted only to regular teachers.

It was thought that there might also be a pool of teachers trained in Puerto Rico who might be interested in teaching in New York City. Action should be undertaken to discover how many such teachers there are and, if they are available, to assist them in making a transition to New York City schools. Should the matter of accent in speech be a stumbling block to the licensing of such personnel, it is suggested that steps be taken to set up short intensive training courses in speech for such teachers. Precedent for such action was created by the Board of Education before this when it organized the seminar training programs for supervisors a few years ago.

XII. INTERNSHIPS FOR PRINCIPALS

Principals who will be appointed to special service schools should be given the opportunity to serve a term as interns before they are appointed. The specific job description of this internship should be carefully created by the Office of Personnel in consultation with the personnel of the municipal colleges now preparing teachers for supervisory positions. The internships which would occur in special service schools and non-special service schools under the administration of recognized, able supervisors should begin with reduced areas of responsibility. They should not be considered as replacements for the position of assistant principal but as training positions specifically designed to prepare new principals. Interns who serve under principals in such cases should not receive any increases in salary until appointed as principals.

The search for qualified principals should also be widened to other large cities of the country. Our recruitment policy should not overlook the possibility of finding able supervisors as well as teachers in other communities.

XIII. CARE OF DISRUPTIVE CHILDREN

The disruptive child causes much of the beginning teacher's frustration and difficulty. Additional educational and social work services for the special handling of such children must be provided. Enough C.R.M.D. classes and well-staffed junior guidance classes should be established to meet the needs of all children who are found eligible for such class placement.

The committee has serious reservations on the question of who should have responsibility for children who evidence symptoms of severe psychological and social pathology. There is no question that the responsibility for their education resides in the school system. The treatment of such children's illnesses, however, until now has been inadequate. A study should be initiated by the Superintendent involving all city and state agencies concerned with this problem to determine the definition of the problem, to inventory the extent of the resources available to cope with it and to plan for a thoroughgoing attempt at its solution.

XIV. RELATIONSHIP WITH PARENTS

One aspect of the training procedure for new teachers must deal with how to confront and relate to the parents of the community.

Rapport should be established among principal, teachers and parents. Parents associations should be encouraged to recruit class mothers. Class meetings should be held where teachers can inform parents of class goals for the year, curriculum, homework rules and regulations for lunch, gym, attendance, etc.

The supportive role which parents should play in the education of their children can be greatly enhanced by meaningful meetings regularly held between representatives of the school staff and those of the parents association.

An experiment should be undertaken in several selected schools in disadvantaged areas to find out if school-community ties can be strengthened by the appointment of a Family Assistant, not a teacher.[11] Experience in Operation Headstart would indicate that community involvement in the school can be increased with the help of such a paid position, filled by a competent person. At the same time a serious assessment should be made of the function of school-community coordinator in order to determine whether this position is in need of re-definition.

XV. OTHER RECOMMENDATIONS

i. The committee favors a continuing reduction in class size as increased building space becomes available.

ii. The Superintendent should consider very carefully, particularly during the period of teacher shortage, the possibility of returning district and headquarters personnel to the classrooms where their experience could be used to great advantage by the pupils concerned.

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11. See Appendix C for suggested qualifications and duties of a Family Assistant in Operation Headstart.

iii. The committee notes and strongly supports the recommendation made on a number of other occasions that the many programs of an experimental nature undertaken by the Board of Education be assessed at the earliest possible opportunity with a view toward continuing them, strengthening them or phasing them out as a competent analysis suggests. Such programs as All-Day Neighborhood Schools, Higher Horizons and the More Effective Schools, and many others, should either become a fixed part of the school system if they have proven their worth, or be eliminated from it.

iv. The position of Business Manager or Administrative Assistant should be provided as a start in all special service schools and increased clerical and administrative personnel should be provided to free the principal for instructional supervision.

v. The work of the clerical staff in our schools should be lightened to the extent that modern office equipment in the form of postage meters, electric typewriters, copying machines, etc., can be provided.

vi. Such basic facilities as rest-rooms, telephone and parking must be provided for all teachers.

vii. It is recommended that the Superintendent of Schools suggest to the local colleges that they plan to include in every teacher-training program courses in problems of education in urban areas as part of the preparatory course work for teachers.

APPENDIX A

A PROPOSAL FOR THE BOARD OF EDUCATION SCHOOL-COMMUNITY COMMITTEE FOR EDUCATIONAL EXCELLENCE

by Harry N. Rivlin

There is general agreement that student teaching is a most valuable part of preparation for teaching. Nevertheless, student teaching as it is generally conducted is far from adequate for urban teachers, and it needs more than patchwork changes to make it adequate. There just is too big a gap between the limited experience and responsibility of a student teacher and the full responsibilities of a classroom teacher which the new teacher is expected to be able to shoulder the minute he is appointed.

How can we prepare teachers so that they will be competent when they begin to teach and then will mature as experts and members of a profession?*

Preliminary Studies. The major part of the proposed plan begins when the prospective teacher is a college senior or a college graduate. Prior to his admission into the program, the student can follow the usual liberal arts college program, including study in depth in the subject matter areas in which he plans to teach. As part of his undergraduate program, there should be courses in anthropology, sociology and psychology, and as much work in speech and written English as the student needs. If he is an undergraduate who plans to get his degree within the usual four-year period and also prepare for teaching, he will have to attend one or two summer sessions in anticipation of the reduced number of academic credits he will earn in his senior year.

The liberal arts program for prospective teachers must be sufficiently thorough to give the new teacher the mastery of subject matter every teacher needs before he dares presume to teach others. In all too many instances, a principal or superintendent who is desperately trying to staff his classes has appointed adequately prepared teachers on condition that they take the courses they need within a stated period of time. Such an arrangement is grossly unfair to the children. It is slight comfort to a student to know that within two or three years his teachers will understand what they were trying to explain this morning. No one, neither an undergraduate nor a college graduate, should be appointed as an Assistant Teacher unless he has the necessary subject matter background.

Included within this preparatory period there need be only one course designed specifically for prospective teachers, even though it could be taken to good advantage by those who have no thought of ever becoming teachers. This course should give students an overall view of American education and of its practices and problems. Inasmuch as an increasing percentage of our children will be enrolled in schools in metropolitan areas, this course should pay considerable attention to urban schools and

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* This paper reflects the comments of the members of the subcommittee that examined this proposal, namely, Dr. Daniel Griffiths, Mrs. Trude Lash, Mr. Harold Schiff and Dr. Charlotte Winsor.

should help students understand that city schools are not all slum schools and that slum children can be educated. As they take this course, students should have first-hand experience with children and with schools by part-time service as school aides, and as assistants in social service agencies dealing with school children and their families.

The Assistant Teacher. As college seniors or as college graduates, the prospective teacher should be appointed by a school system and assigned to a selected classroom teacher or to a teaching team. For four hours a day he will assist the teacher with his clerical and teaching responsibilities and should get experience in working with individuals, groups, and the class as a whole. The Assistant Teacher should also have opportunities for observing the other teachers in the school and for gaining some understanding of the operation of the school as a whole. Approximately 30 per cent of a teacher's first year salary may be an appropriate stipend for the Assistant Teacher.

All Assistant Teachers will enroll in a major education course for the full year (6 to 8 credits each semester) which will use their background in psychology and sociology as well as their experience as Assistant Teachers as the basis for their study of curriculum and methods of teaching. Assistant Teachers should not be permitted to enroll in any additional college courses at this time. The college instructor in this course should be responsible for supervising the Assistant Teachers in his class, helping them to interpret and to deal with the conditions they face in their schools, and aiding the classroom teachers to use Assistant Teachers wisely. Enrollment in a section of this course should be limited to about fifteen, and the responsibility for teaching this course and working with the Assistant Teachers is demanding enough to constitute a full instructional schedule for the instructor. If several sections of this course are being offered at an institution, the instructors should get together to discuss their plans and their procedures.

There are many reasons for suggesting that Assistant Teachers be paid for their services. First, they can help improve the quality of education by relieving the teacher of many of his non-teaching clerical duties and by working with individuals and small groups who need special help. We have already learned that assistant teachers are indispensable in early childhood classes but we have not yet begun to use assistant teachers in elementary and secondary education on a comparable scale.

Second, when Assistant Teachers are paid, they become part of the school staff rather than visitors from a college for whom the school accepts little direct responsibility.

Third, we shall be able to recruit better prospective teachers, both mature college graduates and capable undergraduates, when we pay Assistant Teachers. If the proposed pattern of teacher education is educationally sound, we must make it practicable for prospective teachers to enroll in it. We must not forget that education is now competing with other fields of advanced study that offer many scholarships and paid assistantships to college graduates. Many undergraduate students, moreover, will be reluctant to sacrifice summer employment in order to attend summer sessions to make up for the reduced number of college credits they will earn in their senior year, and many college graduates who could become highly competent teachers cannot afford to give up their jobs to prepare for teaching without some kind of subsidy. Why not let them earn that subsidy by serving as Assistant Teachers? We certainly cannot afford to waste money preparing prospective teachers only to find that they

feel so overwhelmed by the difficulties of their first full teaching appointment that they soon resign from teaching.

This program should not become part of an academic lockstep, but should be adjusted to the Assistant Teachers' individual differences in ability and background. Some Assistant Teachers will be ready to advance to greater responsibility after only one semester, and should be permitted to do so. On the other hand, some may need to be Assistant Teachers for a year and a half before they are ready to start teaching their own class -- and should get that additional experience. The education course, moreover, is planned as a large block of time and credit so that it can be adjusted to the needs of the group rather than be split up into two or three credits of this and two or three credits of that.

The Beginning Teacher. Those who have satisfactorily completed their services as Assistant Teachers and have been graduated from college are ready to be appointed as teachers, but only as Beginning Teachers. They are not full-fledged professionals available for assignment wherever a teacher is needed and they cannot be expected to meet all of the classroom problems which an experienced teacher can face. If they are to develop into capable and experienced teachers, they need a first year of teaching in which the responsibilities are in proportion to their abilities. The Beginning Teacher should have an assignment he can fill successfully. How the teaching assignment should be adjusted for Beginning Teacher will vary from school to school. In some instances, he will have a regular program, but with smaller classes; in others, his classes will be of the usual size, but he will have fewer classes than a regular teacher has; in still other schools, he will have the usual instructional program but will get more assistance from helping teachers and supervisors.

All Beginning Teachers should be required to enroll in a graduate course concerned with such problems as the improvement of teaching skills, class management, and discipline as they arise in the Beginning Teacher's classroom. The instructor for this course should also be available in the schools to help the Beginning Teachers in their own classes. He may come from either the college faculty or the school staff but he must be a person who can deal constructively with the problems discussed.

Having selected members of the school system to conduct the course for Beginning Teachers and help them in their classrooms may be one way of profiting from the skill and insight developed by experienced teachers and may offer them an avenue of professional advancement that keeps them in the classroom, or close to it. There is no reason for assuming that only college professors can conduct such a course or that one must have a doctorate before being qualified to help Beginning Teachers. Yet, classroom teaching is not enough, not even successful classroom teaching, for the experienced classroom teacher who is working with Beginning Teachers is likely to deal with each problem by indicating what he would have done in that instance. If members of the school staff are to be assigned to work with Beginning Teachers, they will have to be selected and prepared so that they have a broader background than comes from experience in a single school system. To be sure, the instructor in this course must be able to deal with the specific problems that arise but must also help the Beginning Teachers to develop insight into teaching and learning so that they will be able to deal with other problems in the future.

Although most Beginning Teachers will serve in that capacity for a full school year, the length of service should be flexible so that the unusually skilled person can be appointed as a regular teacher after only a half year and those who need continued

help may serve for a year and a half. Of course, there may be some who do not merit reappointment at all.

The Second Year of Teaching. Those who have served satisfactorily as Beginning Teachers should be ready for a full teaching assignment. They should continue, however, to have ready access to the instructor who helped them as Beginning Teachers and should be permitted, if they wish, to enroll in the course planned for Beginning Teachers without receiving additional college credit.

Once service as a Beginning Teacher has been completed, or even during the summer prior to appointment as a Beginning Teacher, teachers should enroll in a graduate program leading to a master's degree, preferably attending summer sessions full time. This graduate study should be tailored to fit the individual teacher's background and needs. In general, it should include advanced courses in his field of specialization, other courses he may need to fill gaps in his preparation, and professional courses in education.

Some of the advanced subject matter courses which a college senior takes will mean even more to him if studied after he has started teaching. Thus, a social studies or English teacher who takes advanced courses in his field will see applications to his own teaching that would not have occurred to him had he taken the same course as an undergraduate. The graduate year should also enable him to take some subject matter courses that are not advanced. For example, if an elementary school teacher finds that his background in mathematics or science is inadequate, he should be encouraged to take some elementary or intermediate courses in these areas even if he does not have the prerequisites for admission to advanced courses that are planned for predoctoral students in these subjects. He will also need professional education courses if he is to understand the Why? as well as the How? of teaching. It is when he has had some classroom experience that a course like comparative education or the philosophy of education becomes most meaningful. The very courses in education that seem to be only words and more words to the undergraduate have substance when the student has a background of experience to give meaning to these words. A discussion of individual differences or of the problems of dealing with an emotionally disturbed child, for example, means much more to a teacher than it does to a student at college.

The Third Year of Teaching. In his third year of teaching, the teacher should be treated as a full-fledged member of the school staff, ready to be assigned anywhere, and getting only such supervisory assistance as all other teachers get. After all, he will ordinarily be eligible for reappointment with tenure upon completion of three years of teaching and should demonstrate that he can serve as a teacher.

If he has been enrolled in a graduate program and has spent his summers in that program, he should receive a master's degree and a tenure appointment when he starts his fourth year. There should be an appropriate increase in salary at this point.

A Proposed Pattern for Pre-Tenure Teacher Education

Background for Teaching	For College Students: For the first three years, the student should follow the usual liberal arts program. Ideally, this program should include study in depth in a major teaching field, and courses in: anthropology sociology psychology speech and English, plus American Education: Its Practices & Problems (accompanied by service as school aide and assistant in social agencies)	For Graduates of Liberal Arts Colleges: Ideally, the liberal arts program should have included study in depth in a major teaching field, and courses in: anthropology sociology psychology speech and English
Summer Session	If necessary, the undergraduate will take college courses towards his baccalaureate degree.	American Education: Its Practices & Problems (accompanied by service as school aide and as assistant in social agencies)
Senior Year or Post-graduate	Appointed as paid Assistant Teacher, assigned to a selected teacher or team for 4 hours daily, with opportunity to observe other teachers and to see the school as a whole. Enrolled in a major course (12-16 credits) in curriculum and methods of teaching. (The instructor in this course is to supervise and help Assistant Teachers in their classrooms)	
Summer Session	Start graduate studies leading to a master's degree - Courses in field of specialization, other liberal arts areas, and professional education.	
First Year of Teaching	Appointed as Beginning Teacher at regular first year salary but with an adjusted instructional assignment. Enrolled in a graduate course dealing with problems of teaching, class management, and discipline. (The instructor in this course is to supervise and help Beginning Teachers in their classrooms)	
Summer Session	Continue graduate studies leading to a master's degree - Courses in field of specialization, in other liberal arts areas, and professional education.	
Second Year of Teaching	Reappointed as teacher with full teaching assignment. May repeat the course for Beginning Teachers, but without earning additional credit. May call on the instructor in that course for guidance and assistance.	
Summer Session	Completion of program leading to master's degree.	
Third Year of Teaching	Reappointed as a regular teacher and treated by the school system as are all other regular teachers prior to reappointment with tenure at the end of the year.	

APPENDIX B-1

DISTRICT Y - (All Non-Special Service Elementary Schools)*

School	Total Staff	Regulars	Subs.	*Index	EXPERIENCE YEARS 1-3	4-5	6-10	11-13	14 Up	% Having More Than Three Years Experience
A	42	32	10	76	6	4	13	3	16	86%
B	44	30	14	68	16	3	9	8	8	64%
C	21	14	7	66	4	-	6	4	7	81%
D	33	22	11	66	10	1	8	9	5	70%
E	19	14	5	74	3	-	10	3	3	84%
F	20	13	7	65	6	1	9	1	3	70%
G	35	27	8	77	6	3	4	7	15	83%
H	34	27	7	79	3	6	8	4	13	91%
I	43	29	14	67	10	6	15	-	12	77%
J	28	24	4	85	5	2	7	2	12	82%
K	40	36	4	90	4	1	12	6	17	90%
L	28	22	6	79	5	1	5	5	12	82%
M	32	25	7	78	2	2	5	-	23	94%
N	44	32	12	73	6	2	10	1	25	86%
O	38	30	8	79	8	4	11	7	8	79%
P	36	32	4	88	1	3	11	5	16	97%
Q	29	24	5	83	2	-	8	1	18	93%
R	35	27	8	77	3	3	9	4	16	91%
S	26	23	3	88	1	1	4	5	15	96%
T	30	22	8	73	4	7	10	1	8	87%
U	37	28	9	75	6	1	4	7	19	84%
V	32	21	11	65	4	4	7	3	14	88%
W	20	14	6	70	5	3	5	3	4	75%
District	746	568	178	76	120 (16%)	58	190	89	289 (39%)	84%

* Report of 3/31/65

APPENDIX B-2

DISTRICT X (All Special Service Elementary Schools)*

School	Total Staff	Regulars	Subs.	*Index	EXPERIENCE YEARS 1-3	4-5	6-10	11-13	14 Up	% Having More Than Three Years Experience
A	49	38	11	77	19	7	18	1	4	61%
B	29	19	10	65	9	7	7	3	3	69%
C	36	26	10	72	20	2	10	2	2	44%
D	60	47	13	78	19	7	18	7	9	68%
E	69	56	13	81	12	11	19	13	14	83%
F	60	52	8	86	17	16	17	6	4	72%
G	56	47	9	84	30	4	15	3	4	46%
H	36	28	8	77	21	6	6	1	2	42%
I	82	62	20	75	38	14	17	7	6	54%
J	45	37	8	82	23	8	12	2	-	49%
K	59	47	12	79	27	16	8	3	5	54%
L	39	31	8	79	18	2	10	3	6	54%
M	82	57	15	81	34	7	28	7	6	59%
N	44	35	9	80	11	9	7	6	11	75%
O	35	28	7	80	6	10	11	2	6	83%
P	101	72	29	71	41	16	16	11	17	59%
Q	54	45	9	83	30	8	12	3	1	44%
R	54	45	9	83	29	10	12	2	1	46%
District	990	782	208	79	404 (41%)	160	243	82	101 (10%)	59%

* Report of 3/31/65

APPENDIX C

FAMILY ASSISTANT

QUALIFICATIONS: Experience and interest in working with families in order to help them tackle serious environmental and personal problems. Peace Corps alumni; VISTA workers; social work students or graduates; guidance students or graduates; neighborhood persons with experience in working in the community, such as former president of local PTA or leader in local civic or block association.

DUTIES: To work with families to tackle special problems or emergency needs in housing, income, health, under the supervision of the (principal) and in consultation with the social work consultant. Home visits, for example, may reveal that a family is living in overcrowded dilapidated housing. The Family Assistant will contact the appropriate public agencies in order to get better maintenance as well as a larger apartment. This can be an enormously time-consuming task. It is estimated that in certain areas, many families in each school will need some kind of intensive assistance.

APPENDIX D

STATISTICAL-INDEX STUDY

Percentage of Regularly Appointed Teachers in Elementary Schools

Special Service	9/20/57 79.2%	10/3/58 78.9%	10/3/60 72.7%	3/24/61 71.0%	3/62 65.8%	3/63 61.4%	4/64 65.8%	3/65 71.1%
Non-Special Service	91.6%	85.2%	84.1%	77.4%	73.7%	70.4%	71.5%	71.3%
General Total Elementary Division	86.7%	82.1%	78.9%	74.7%	70.2%	66.3%	68.8%	71.7%

Percentage of Regularly Appointed Teachers in Junior High Schools

Special Service	10/3/58 57.0%	10/7/60 59.8%	3/24/61 60.9%	3/62 60.5%	3/63 58.7%	4/64 62.4%	3/65 58.6%
Non-Special Service	62.0%	68.0%	70.1%	66.2%	66.8%	67.5%	64.0%
General Total Junior High School Division	59.6%	64.0%	65.6%	63.7%	63.0%	65.0%	61.4%